UNITED
NATIONS

E

Economic and Social Council

Distr.
LIMITED

E/ICEF/1996/P/L.23/Add.1
27 June 1996

ORIGINAL: ENGLISH

UNITED NATIONS CHILDREN'S FUND
Executive Board
Third regular session 1996
16-19 September 1996
Item 3 of the provisional agenda*

FOR ACTION

COUNTRY PROGRAMME RECOMMENDATION**

Guatemala

Addendum

SUMMARY

The present addendum to the country note submitted to the Executive Board at its first regular session in January 1996 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding the country programme of Guatemala which has an annual planning level of $1,000,000 or less. The Executive Director recommends that the Executive Board approve the amount of $5,000,000 from general resources, subject to the availability of funds, and $26,250,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1997 to 2001.

* E/ICEF/1996/18.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1995. They will be contained in the "Summary of 1996 recommendations for general resources and supplementary funding programmes" (E/ICEF/1996/P/L.43/Add.2).

BASIC DATA
(1994 unless otherwise stated)

Child population (millions, 0-15 years)	4.84
U5MR (per 1,000 live births)	70
IMR (per 1,000 live births)	51
Underweight (% moderate and severe)(1987)	34
Maternal mortality rate (per 100,000 live births)(1990)	200
Literacy (% male/female)(1995)	63/49
Primary school enrolment (% net, male/female)	../..
Primary school children reaching grade 5 (%)	..
Access to safe water (%)	64
Access to health services (%) (1985)	34
GNP per capita	$1,190
One-year-olds fully immunized against:	
tuberculosis:	70 per cent
diphtheria/pertussis/tetanus:	71 per cent
measles:	66 per cent
poliomyelitis:	73 per cent
Pregnant women immunized against:	
tetanus:	9 per cent

THE SITUATION OF CHILDREN AND WOMEN

1. A new democratically elected Government assumed office in Guatemala on 14 January 1996. Although the Government is still formulating its national development policies, it has already pledged its commitment to the ongoing peace process and to meeting international commitments, including achievement of the goals of the World Summit for Children and the implementation of the Convention on the Rights of the Child and the Convention on the Elimination of all Forms of Discrimination against Women.

2. The country note (E/ICEF/1996/P/L.23) emphasized the continued prevalence of extreme socio-economic disparities and discrimination of indigenous groups in Guatemala, despite improved macro-economic performance over the last five years. More than one half of Guatemala's population are composed of 22 indigenous Mayan groups, each speaking a different language. The majority of the poor are concentrated in seven highland departments (which also have a high concentration of indigenous people, are the most affected by internal armed conflict and register under-five mortality rates that are double the national average) and in marginal urban areas. As a result of more than 30 years of internal armed conflict, there are more than 200,000 orphans, 33,000 refugees, 29,000 returnees and 500,000 internally displaced persons.

3. While it is likely that Guatemala will achieve the goals for the year 2000 for infant and child mortality with concerted efforts in areas where these indicators fall below national averages, special efforts are needed for the achievement and sustainability of universal child immunization, maternal mortality reduction, rural water supply and sanitation coverage and increased access to primary school education. The country also faces newer challenges:

as of 1995, 718 cases of AIDS were reported, 91 of these in children, mostly adolescents. Guatemala has submitted its first report to the Committee on the Rights of the Child, the observations and recommendations of which are expected to be available by the beginning of 1997. Disparity reduction and the special needs of children affected by conflict will need to continue to receive special attention once peace has been consolidated.

PROGRAMME COOPERATION, 1992-1996

4. The programme of cooperation for the period 1992-1996 focused on providing technical assistance and logistical support for the implementation of the national programme of action - also referred to as the National Plan for Social Development (Plan de Desarollo Social (PLADES)), advocating compliance with the Convention on the Rights of the Child and mobilization for the attainment of the goals. Cooperation with the private sector, in particular the media (which contributed free coverage on issues affecting the situation of Guatemalan children) was extremely important. Mobilization of support from the sugar and salt producers' associations resulted in fortification with vitamin A of all sugar produced in Guatemala and iodization of 90 per cent of all salt.

5. With funding from the Special Adjustment Facility for Latin America and the Caribbean, technical support was provided to the Ministry of Economic Planning (Secretaria General de Planificacíon Económica (SEGEPLAN)) for the development of a social indicators system for monitoring progress in the implementation of PLADES. UNICEF provided technical support to the Social Cabinet for updating PLADES, incorporating strategies of decentralization, empowerment and community participation, and for an initiative to decentralize PLADES to the level of the Department of Quiche and subsequently to five municipalities. The Government´s decentralization process is using this initiative to strengthen capacities at municipal level to prepare and implement social development plans benefiting women and children.

6. A community-based programme for psycho-social rehabilitation of children affected by conflict was successfully developed in the municipalities of Nebaj, Chajul and Cotza. This experience is now ready for expansion to other areas affected by armed conflict. In addition, technical support and advocacy assisted the drafting of a Code for Children and Adolescents and a draft law on adoptions that are in keeping with the principles of the Convention on the Rights of the Child. These legislative proposals were drafted with broad social participation. The Code for Children and Adolescents is currently under discussion in Congress.

7. Technical and financial support were provided for the establishment of 15 demonstration schools that use a bilingual and inter-cultural educational methods. This initiative has been expanded with national funds to 140 other schools. The education programme also provided support for the development of literacy materials in 22 indigenous languages. Within the context of the subregional water and sanitation programme, 468 communities benefited from improved water supply and sanitation systems. Support was provided for consolidating a model of integrated urban basic services based on community decision-making and participation. This model is being expanded in other marginal urban areas of Guatemala City with funding from the World Bank.

Lessons learned

8. The large number of programmes and projects (9 and 49, respectively) and the lack of an effective coordination mechanism led to a dispersion of activities, a disproportionate emphasis on service delivery and isolated

sectoral interventions. The most sustainable results were achieved when service delivery strategies included effective community participation and when these initiatives were incorporated as part of a national policy.

9. The conceptual framework of the programme for children in especially difficult circumstances provided a limited response to the protection aspects of the Convention on the Rights of the Child and the new political environment, characterized by the respect for human rights. Promotion of the Convention should play an important and complementary role in contributing to the efforts of the peace process to improve human rights in Guatemala. Social mobilization has been a most effective strategy for stimulating initiatives supported by civil society (e.g., sugar and salt fortification), creating space for consensus and alliances around common objectives for children. A recent evaluation of the water and sanitation programme has shown that greater efforts are still required to improve the participation of women and strengthen hygiene education activities.

10. UNICEF-supported subregional programmes have facilitated cooperation between the Central American countries. Good results have been achieved in the water and sanitation field and in the fortification of food with micronutrients.

RECOMMENDED PROGRAMME COOPERATION, 1997-2001

Estimated annual expenditure

(In thousands of United States dollars)

	1997	1998	1999	2000	2001	Total
General resources						
Social development	255	255	255	255	255	1 275
Integrated basic services	590	575	560	543	524	2 792
Programme support	155	170	185	202	221	933
Subtotal	1 000	1 000	1 000	1000	1 000	5 000
Supplementary funding						
Social development	638	637	1 062	1 063	850	4 250
Integrated basic services	3 300	3 300	5 500	5 500	4 400	22 000
Subtotal	3 938	3 937	6 562	6 563	5 250	26 250
Total	4 938	4 937	7 562	7 563	6 250	31 250

Preparation process

11. The preparation of the proposed country programme took into account the situation analysis, which was finalized in 1995, the findings of the mid-term review carried out in 1994, lessons learned during the past cooperation period and comments received from the Executive Board on the country note. The Social Cabinet, through SEGEPLAN, was closely involved throughout the various stages of

programme preparation, which also included consultations with the Ministries of Education and Health, members of the private sector, the Association of Development Institutions (Asociación de Instituciones de Desarollo), an association representing the majority of national non-governmental organizations (NGOs) in Guatemala, and United Nations agencies. The country note and draft country programme recommendation were shared with the donor community represented in Guatemala.

Objectives and strategies

12. The proposed programme of cooperation has been developed taking into consideration the Government´s commitments to the ongoing peace accords. The Government's objectives include the consolidation of peace and democracy, respect for human rights, reduction of disparities and the achievement of the PLADES goals for the year 2000. Within this context, the country programme will: (a) facilitate the implementation of the Convention on the Rights of the Child and PLADES; (b) contribute to the expansion of basic services and the achievement of PLADES goals in 25 municipalities, in seven departments where social indicators are below the national averages and 10 urban slum areas in Guatemala City; (c) support national efforts to build consensus and end discrimination against indigenous groups using the rights of children as an entry point and (d) support implementation of the peace accords.

13. The proposed country programme aims to ensure a more balanced strategic mix and facilitate the convergence and integration of interventions around similar objectives by reducing the number of programmes to two interlinked programmes and reducing the geographic scope of service delivery interventions at the local level. In this way, an Integrated Basic Services programme will focus on priority areas at the local level and also provide input for and be complemented by the policy development process supported through the Social Development programme. Programme strategies include: (a) advocacy and social mobilization that seek to place the rights of children and women higher on the country's development agenda and mobilize national resources for children; (b) capacity-building through technical assistance and training for national and municipal government personnel and communities, which will help to develop and implement policies and programmes for women and children; and (c) service delivery and empowerment strategies, which will be employed principally at the local level to expand coverage of basic services in 25 municipalities. The experiences gained in these municipalities will be used as advocacy tools for the development of policies at national level and as a model of decentralized social policies. If supplementary funds are not available, technical assistance and training activities will be reduced and service delivery restricted at municipal level. Advocacy, communication, social mobilization and empowerment interventions will remain as the core of the proposed cooperation.

Social development

14. The overall objective of this programme is to put children and women at the centre of the social policy reform process and to mobilize civil society to participate in this national effort. There will be three projects: (a) information and social mobilization; (b) social policy development; and (c) children´s rights.

15. The information and social mobilization project will publicize information on the rights and situation of children and women in Guatemala; strengthen and expand existing alliances with the media, professional associations, trade unions, NGOs and other members of the public and private sectors to mobilize national resources and policy support for the achievement of the decade goals

and the implementation of the Convention on the Rights of the Child. Activities will include social awareness campaigns on the child in the peace process, the development of public information and education material, advocacy, training of media personnel and support to initiatives that provide an opportunity for children's voices to be heard.

16. Within the context of the sectoral reform and decentralization processes, the social policy development project will provide technical support to the Social Cabinet, social sector ministries and local development councils for the development of social policies aimed at achieving the decade goals, the preparation of municipal development plans in 50 of the country's 330 municipalities, and monitoring progress towards the goals. Activities will include technical assistance and logistical support to the National Statistics Institute for decentralizing the social indicator system; and training of staff of the technical and planning units of the Social Cabinet and social sector ministries and local development councils in social planning, with emphasis on decentralization and community participation. In addition, UNICEF will advocate the application and monitoring of the 20/20 initiative in Guatemala.

17. The child rights project aims to: (a) gain congressional approval of the draft Code for Children and Adolescents and law on adoption; (b) increase awareness of policy makers and the public at large of the Convention on the Rights of the Child and support the harmonization of existing practices of child-related institutions with the abovementioned laws, once approved; (c) establish child rights committees in all municipalities; (d) educate 25 per cent of the population on children's rights; (e) create a data collection and analysis system to monitor implementation of the Convention; and (f) formulate strategies and policies that eventually will end child labour. UNICEF will also continue to support the expansion of the initiative that provides psychological rehabilitation for children affected by armed conflict. Major partners will include the Office of the Ombudsman, the Presidential Commission for Human Rights, the Ministry of Justice and NGOs included in the Commission in support of the Convention.

Integrated Basic Services

18. This programme will cover 25 municipalities in seven war-affected departments and 10 urban slums of Guatemala City. The overall objectives are to: (a) strengthen the capacities of the municipal development councils to develop plans of action for the attainment of the decade goals; (b) develop a sustainable model for the delivery of integrated basic services where community empowerment is an integral component of strategies to expand service coverage; and (c) initiate a process of disparity reduction that can be used as an example and an advocacy tool for national policies. An estimated 426,000 people will benefit directly from the programme, which will have four projects: health and nutrition; water and sanitation; education; and income generation for women, all of which will coordinate interventions using the municipal development plans as a basis.

19. The health and nutrition project will contribute to reducing infant and maternal mortality by strengthening and expanding primary health care and nutrition services. UNICEF will support the training of health system personnel and promoters and midwives in preventive health measures including immunization, diarrhoeal disease control and oral rehydration therapy, the promotion of breast-feeding and appropriate treatment for acute respiratory infections. Health education, including hygiene education, will be an important element for increasing demand for these services. Support will also be provided for the establishment of community-managed pharmacies for increasing access to essential

drugs. At the national level, this project will seek to promote HIV/AIDS awareness and prevention in coordination with the committee set up under the Joint United Nations Programme on HIV/AIDS. Within the framework of the subregional micronutrient initiative, the project will enforce the food fortification law by monitoring fortification of sugar with vitamin A, salt with iodine and flour with iron.

20. The objectives of the water and sanitation project are to reduce morbidity due to diarrhoeal diseases and reduce women's workload, through increased emphasis on hygiene education and an expansion of community-maintained water and sanitation systems in 590 rural communities and 10 marginal urban settlements. Activities will include strengthening the capacities of the local development councils to design and plan water and sanitation systems for funding through national social investment funds, and the training of approximately 3,000 local leaders in the management of water and sanitation systems, including cost-recovery mechanisms. At the national level, with support from the subregional water and sanitation programme and in coordination with the social development programme, UNICEF will provide technical support for policy development in the water and sanitation sector, focusing in particular on increased sectoral coordination, decentralization and more effective use of resources through the promotion and adoption of sustainable water and sanitation systems, using low-cost technology.

21. The objective of the education project is to increase the coverage of quality primary education and contribute to a reduction in repetition and drop-out rates. The project will support 500 national educational centres, reaching a minimum of 165,000 pre-school children. The new bilingual and intercultural primary school model will be expanded to benefit 88,000 children. A bilingual literacy program will benefit 42,500 people, mainly indigenous girls, and 3,500 volunteers and 3,500 teachers and principals will be trained to ensure dynamic and participative methods. For educational services for children with disabilities, 50 teachers will be trained annually, benefiting a minimum of 3,200 children every year. Major activities to be supported will include development of materials in indigenous languages and technical support for the formulation of educational policies based on the experiences gained through this programme.

22. The women's income generation project aims to expand indigenous women's access to credit facilities. This initiative will continue to strengthen the participation of women as a way of improving their income and household food security. Credit will both facilitate the procurement of domestic labour-saving devices such as community corn grinding mills and fuel-efficient stoves and facilitate participation in income-generating activities. Women leaders and members of women's groups will be trained in production techniques and small-scale business organization and management. Loans will be made available through a revolving credit scheme.

23. General resources will be used primarily for the development of municipal development plans. Supplementary funds will be required to support service delivery strategies, including the provision of equipment and supplies, training and technical support. The number of municipalities covered will depend on the availability of funds.

Inter-agency cooperation

24. A country strategy note is under preparation. However, it has been agreed that United Nations agencies in Guatemala should converge efforts and resources in support of the peace process. UNICEF will work closely with the Pan-American

Health Organization and the United Nations Population Fund in the areas of preventive health, epidemiological surveillance, maternal mortality and reproductive health. The World Bank will continue to be an important partner in funding the expanded coverage of an innovative model of urban basic services in slum areas. In the area of child rights, cooperation will continue with the Inter-American Development Bank, the United Nations Human Rights Verification Mission in Guatemala, the United Nations Office for Human Rights and the Inter-American Institute for Human Rights. The German and Nordic cooperation agencies are important partners in the educational sector. UNICEF will continue to participate in existing sectoral inter-agency coordination committees that include other United Nations partners and donor missions and have facilitated coordination and information sharing in the country. Special cooperation is already planned with the resident coordinator to promote joint field based fund-raising initiatives.

Programme management

25. The implementation of the country programme will be coordinated by the Social Cabinet at national level and with municipal development councils at the local level, with support from the social sector ministries in each programme. The plan of operations includes indicators to measure achievement of programme objectives and outputs. The mid-term review will be organized with the Government to adjust programmes if necessary and in accordance with the implementation of the peace accords.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : GUATEMALA
PROGRAMME : 1997-2001

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET (In thousands of US dollars)				POSTS a/										STAFF COSTS b/ (In thousands of US dollars)		
	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
SOCIAL DEVELOPMENT	1,275			1,275	0	0	0	0	0	0	0	0	0	0	0.0	112.8	112.8
INTEGRATED BASIC SERVICES	2,792			2,792	0	0	0	0	0	0	0	0	0	0	0.0	34.7	34.7
PROGRAMME SUPPORT	933			933	0	0	0	0	0	0	0	1	4	5	0.0	791.4	791.4
TOTAL GR	5,000			5,000	0	0	0	0	0	0	0	1	4	5	0.0	938.9	938.9
SUPPLEMENTARY FUNDING :																	
SOCIAL DEVELOPMENT		0	4,252	4,252	0	0	0	0	0	0	0	1	0	1	0.0	211.2	211.2
INTEGRATED BASIC SERVICES		0	22,000	22,000	0	0	0	0	0	0	0	4	8	12	0.0	1,982.8	1,982.8
PROGRAMME SUPPORT		0	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0.0	0.0
TOTAL SF		0	26,252	26,252	0	0	0	0	0	0	0	5	8	13	0.0	2,194.0	2,194.0
TOTAL GR & SF	5,000	0	26,252	31,252	0	0	0	0	0	0	0	6	12	18	0.0	3,132.9	3,132.9
ADM. & PROGRAMME SUPPORT BUDGET		Operating costs		2,950.6													
		Staffing			0	1	1	0	0	0	2	2	11	15	1,527.5	2,478.0	4,005.5
GRAND TOTAL (GR+SF+ADM)					0	1	1	0	0	0	2	8	23	33	1,527.5	5,610.9	7,138.4
Number of posts and staff costs:																	
Current programme cycle											14	26	59	99			
At the end of proposed programme cycle (indicative only)											2	8	23	33	1,527.5	5,610.9	7,138.4

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
ADM = administrative.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Exclude temporary assistance and overtime; include costs of United Nations volunteers.